



Centrum Stosunków Międzynarodowych  
Center for International Relations

---

Reports & Analyses

5/06

---

*Iryna Pribytkova*

## **Transnational Labour Migration: Ukrainian Perspective**

---

The Report was written in cooperation with the Konrad Adenauer Foundation, within the framework of the project 'Transatlantic Security Challenges and Dilemmas for the European Migration Policy', sponsored by the German Marshall Fund of the United States.

---

**CENTER FOR INTERNATIONAL RELATIONS**

---

ul. Emilii Plater 25, 00-688 Warszawa  
TEL.: (22) 646 52 67, FAX: (22) 646 52 58  
[www.csm.org.pl](http://www.csm.org.pl), [info@csm.org.pl](mailto:info@csm.org.pl)

**Iryna Pribytkova**

## **TRANSNATIONAL LABOUR MIGRATION: UKRAINIAN PERSPECTIVE**

### ***Introduction***

Disintegration of the unified economic complex of once powerful country has deprived of job a huge army of low-skilled workers in the territory of the former Soviet Union. Domestic labour market immediately responded to this situation by segmentation – reconstruction of the structure and by fixing difficultly surmountable contradictions between the core of the labour force market and its peripheral strata. It will be recalled that a numerous contingent of workers engaged in low-skilled labour, women with infants, young people, disabled persons and, though it seems strange, technical and humanitarian intelligentsia (research workers, physicians, teachers and engineers) are appertained to the peripheral strata. Just these people, which appeared in the labour market periphery, have become pioneers in the hard field of commercial tourism, more known as movement of “shuttlers”, of foreign and domestic labour migration, and at last of economic migration. The labour shuttle migrants have included into this initiative very naturally. Probably, it was more easily for them than for others to adapt to the situation creating at the labour market, since they have already had an extensive experience of work beyond the places of their residence.

At the beginning of 2005 almost half of the Ukraine population (46.6%) was somewhat dissatisfied with *its present position in the society*, and each third could not define their own feelings. On the question to a what extent inhabitants of the country are satisfied *with their own lives in general*, 44.5% of them answered that they are either dissatisfied with it completely (12.7%) or somewhat dissatisfied with it (31.8%). Inhabitants satisfied with it to one or another extent proved to be less by 1.6 times (28.4%). However, when we speak *about the level of life satisfaction in the village or city where they reside* there is a balance of positive and negative estimations: 35.2% of people inhabiting the Ukrainian cities and villages express their dissatisfaction with the quality of life, whereas 34.2% of them speak of its comfort level quite satisfactory. Nevertheless, each fifth Ukrainian wouldn't mind leaving the native hearth and home. Most often they prefer going abroad. The necessity to find work and earnings first of all pushes our compatriots to such a decision.

### **Situation on the Ukrainian Labour Market**

According to the State Statistic Committee data, the State Service of Employment registered in September 2005 827.4 ths idle persons, out of which each second lived in rural locality. 96.7% of them had the official status of an unemployed (800.4 ths persons). In this period the level of the registered unemployment in the country made up on the whole 2.8% of the able-bodied age population including in the village – 4.6% and in the urban locality – 2.1%. However, the number of the able-bodied age unemployed determined by the method of the International Labour Organization (ILO) proved to be

considerably greater. On the average, their amount for 2004 reached 1882.2 ths persons (9.2% of the economically active population of able-bodied age), and for the first quarter of 2005 – 1896.3 ths (9.3%). It ought to emphasize that the size of the able-bodied age unemployed calculated by the ILO method was in 2003, on the average, 2045 ths persons or 9.7% of economically active population of the corresponding age. As compared to 1999 the unemployment level in Ukraine reduced from 11.9% to 9.2% in the first half of 2005.

According to the data of the Institute of Sociology of the National Academy of Sciences of Ukraine obtained within the project “Ukrainian Society: monitoring of social changes”, the level of the population unemployment is still higher: as of March 2005 2.8% of able-bodied population of the country were jobless; had no permanent work but earned additionally at various places depending on circumstances still 5.0% of them, a share of the registered unemployed persons makes up 2% - in all 9.8% of able-bodied contingent of the country. Three quarters of adult population consider that to find work corresponding to their skill and with well-deserved payment is the most difficult. And though the situation on the labour market gradually improves, almost half of the adult population of Ukraine (47%) is convinced up till now that it is very difficult to take any job.

According to the data of the social-demographic examination “Socio-economic protection of the Ukraine population”, realized by the State Committee of Statistics of Ukraine, most of working people (80.6%) have the total length of service over 10 years, whereas 6.5% of workers - from 6 to 10 years and less than 6 years – 12.9%. The permanent place of employment was changed once during last five years only by 18.3% of them, 6.1% - twice, and by 3.4% - more than twice. The rest employed people (72.2%) have permanent job at the same working place. The threat to be out of job worries people greatly, since a living wage for most of them is a single source of their earnings.

At the same time the labour relations in Ukraine acquire increasingly more market features. This metamorphosis is accompanied by variations of behavior stereotypes: a national worker often refuses from the passive position of an observer and becomes an active actors on the domestic labour market. During the last twelve months 15.3% of working people were engaged in search for other work. The main reason of it, as they say, consists in the desire to increase their earnings (59.7%), to improve labour conditions (19.4%) and to be protected in case of losing the work (11.2%). A risk to be out of work is rather high, and they are aware of it. Nevertheless, in recent years a feeling of diffidence becomes less and less: the employees are more and more sure of the successfulness to find another work.

In case to be out of work practically each fourth countryman being employed (22.8%) is ready in search for earnings to move to another place of residence. As before, the main stimulant to come to such a conclusion is high wages, that is confirmed by three quarters of workers (74.8%). And the main reasons for giving up the taken decision about removal remain, as before, family and dwelling (51.8% and 51.0%, respectively). It ought to note in particular the changes in priorities when choosing the place of eventual work. At present potential labour migrants name more rarely the far abroad countries and more often give preference to other regions of Ukraine (26.4% against 36.6%).

The influence of globalization on domestic labour markets is estimated by Ukrainians with great care. Almost each second refused from any estimations (in 2002 – 51.6%, 2003 – 45.2% and in 2004 – 46.9%). During several last years each fifth did not hide his negative attitude to globalization perspectives. A share of enthusiasts believing in inevitability of benefits, accompanying the entry of Ukraine to the International market economy and joining the relevant cultural processes, is not significant though it has a tendency to grow: from 12.8% in 2002 to 17.8% in 2004.

Be it as it may, but at present the labour migration intentions of Ukrainians exceed considerably their negative expectations of possible collisions with chimera named globalization which is not clear to the end and, therefore, fraught with unclear dangers and risks. They set off by the same foreign addresses for the temporary earnings: as before, according to the data of the Institute of Sociology of the National Academy of Sciences of Ukraine, in 12.1% of families there is at least one person with the experience of work beyond the country. In the western regions of Ukraine the transnational labour migration is spread most significantly as compared with other regions: here each fifth family (21%) has or had previously its own representative working temporary in other country; in the southern regions – about 13%, in the central – almost 10%, in the eastern ones – only 8% of families. If in the country on the whole there are 12.1% of households, the members of which have experience of temporary work abroad, then in small towns their share reaches 14.6%. Small towns with the population up to 20 ths people are champions among them: here each fourth family (27.8%) has at least one member working beyond Ukraine. In the near year 22.2% of adult inhabitants of small towns with the population up to 20 ths are going again for earnings to other countries.

By 2005 the personal experience of work abroad had 8% of inhabitants, out of which 3.4% went away for earnings once, 1.7% - twice and 2.8% - thrice and more times. In the current year the labour trips abroad were planned by 6.4% of adult citizens of Ukraine, including 14% in the western and from 4 to 5% in the central and eastern regions of the country. The contingent of potential labour migrants is formed by one-third from the rural population of the country ((31.9%), twice rarely – inhabitants of their towns with the population up to 50 ths people (15.8%) and thrice rarely – inhabitants of settlements (9.3%). Thus, the basic mass of Ukrainians, orientated towards the temporal labour trips to other countries lives in the rural locality and small towns. Labour migrants prefer for their trips the following countries: Germany (23.6%), the USA (7.5%), Russia (5.2%), Canada (4.9%). More rarely is mentioned Italy (2.8%) and Poland (1.2%). More often the hard economic situation in Ukraine (29.5%), the desire to earn more and to live under civilized conditions (by 25.3%, respectively), harmful ecological conditions (11.8%) – these are the reasons which push our countrymen to look for work abroad. Inhabitants of Ukraine desiring to find temporal job in other countries are not the most unsuccessful and poorest citizens in the country (Table 1). As a rule, the people who are not going abroad in search for work live worse: 60.7% of them determine the well-being level of their families as low and very low. On the whole in Ukraine the number of such people is 1.4 times less (44.7%).

For 2004 the population income became higher: the average monthly earnings (pension, scholarship) and the average per capita income increased. In spite of this fact, the self-estimation by Ukrainians of their material status remains at a rather low level. In March 2005 more than half of the Ukrainian

population estimated the material status of their families as middle. Two-fifth of the population considers themselves to be poor and 5.9% – beggars. Less than 1% of inhabitants of the country identify their material status as prosperous and practically nobody considers himself to be rich. Evidently, definitions beggar, poor, middle and prosperous is correlated in the mass consciousness of people with their own earnings. They consider the family to be destituted in which the income is approximately twice as low as their own; the middle – if income of the family exceeds twice of their own, and prosperous – whose income is five times as high. Ukrainians are often unsatisfied with their life, than are pleased (44.5% against 28.4%). Those who have already acquired the experience of working abroad demonstrate a higher level of optimism (41% against 36.2%). Each fourth of them (25.0%) considers that not all is so bad and that it is possible to live, whereas only 17.4% of their countrymen who have never work beyond Ukraine adhere to this opinion. On estimating visible prospects, 45.8% of Ukrainians having the work experience in other countries are sure that their life in the near year will become more or less normal. Citizens who did not go abroad for earnings show more rarely such expectations (39.7%).

### **Business and Private Enterprise**

Business and private enterprise are more and more recognized in Ukrainian society. This kind of human activity find support amongst Ukrainians. Persons that earn their living abroad approve of private initiative expansion more often. They demonstrate positive attitude to development of business and private enterprise 1.4 times more often than their compatriots having work experience in Ukraine (69.5% against 50.3%). The most strong supporters of this kind of the market activity are Ukrainians, earned their living abroad two and more times (74.2%).

The ratio of positive and negative appraisals, given to development of business and enterprise activity by labour migrants, shows predominance of the supporters of this idea among them (69.5% against 9.9% or seven times as much). At the same time the polarization of approving and disapproving appraisals of citizens earned at home is not so big: the share of those having arguments in favour of private enterprise is only 2.6 times more than share of their opponents having another opinion (50.3% against 19.6%). It should be noted that anti-market prejudices are spread twice as frequent just amidst the patriots of home labour markets (19.6% against 9.9%). Moreover, one can meet among them 1.5 times more often the people, having no idea about use or useless of private enterprise expansion in their own country (30.1% against 20.6%).

A considerable part of compatriots, gained a definite experience in obtaining of hard-earned money abroad, would like to start own business, private enterprise or individual farm (63.2%). Compatriots worked more than once abroad are going to become an undertakers more often (Table 2). Ukrainians, earned their living at home, have 1.5 times more seldom intention to become a venturer (42.2%). However, the same part of compatriots – adherents of Ukrainian labour market (42.4%) demonstrate their personal non-acceptance of private enterprise initiative. The veterans of labour markets beyond the border are 1.5 times inclined to nihilistic appraisals of their sphere of business activity (27.8%).

Moreover, the ratio of the enthusiasts and opponents of enterprise initiative among labour migrants is characterized by evident advantage of the followers of springing up business and private enterprise (63.2% against 27.8%).

Besides, each four out of ten compatriots earned abroad are already employed in private sector of economics. And what is more, they twice more often choose just this one, and not the state sector of employment (38.9% against 20.9%). In contrast to them, the individuals earned at home labour market, prefer to be employees of state sector, although they work in private sector only 1.3 times more seldom (27.4% against 21.5%). One can meet the idle persons amongst them more often: almost each second member of this contingent (47.8%) was unemployed at the beginning of 2005. At the same time labour migrants are in more advantageous position: only each third person out of them was idle (35.4%).

Thus, Ukrainians earned already abroad choose more often than other compatriots the private enterprise, have intention to start own business or to join the farmer movement. A great many of them have already realized their plans.

### **Homeland and Citizenship**

In 1992, after adoption of Declaration of Independence of Ukraine, almost a half of its inhabitants identified themselves with Ukrainian citizens (45.6%). And each fourth of them considered himself/herself as a resident of own village or city; each eight – by fourth of habit as a former Soviet Union citizen. Only 6.8% of them demonstrated the adherence to a region of residence. The same part of Ukrainians (6.4%) regarded themselves as a world citizens or Europeans (3.8%). Thirteen years later the Ukrainians are more inclined towards national citizenship affiliation (54.6%). The same part of them retain as before allegiance to the regional or native patriotism (6.4% and 24.5% correspondingly). The nostalgia feelings for the recent Soviet times are gradually going away: only 8.1% Ukrainians identify themselves with citizens of the former Soviet Union (in 1992 – 12.7%). And at last the share of imaginary Europeans and world citizens amongst them become less (0.8% and 2.5% correspondingly).

However, the citizenship and region self-identification of Ukrainians earned abroad and those earned at home are characterized by some differences. The most visible of them is a more low adherence of labour migrants to native patriotism: they consider themselves as village/city inhabitants more seldom (16.0% against 25.3%). They recognize themselves more often as national or ethnic representatives (5.6% against 1.8%). And at last, labour migrants identify themselves more often as Europeans (2.1% against 0.7%) or world citizens (4.9% against 2.3%). And this is the end of differences. In all other respects the self-appraisals of Ukrainians earned abroad as well as those earned at home coincide (Table 3).

More than a half of compatriots regard with piety their status of Ukrainian citizen (53.7%). Each third of them (31.5%) does not clear up till now this question: to be or not to be proud of being a citizen of

Ukraine. And those who are not proud by no means or have a little pride due to this circumstance are not numerous (14.8%).

Labour migrants experience more often a negative emotions: each fifth of them (19.65) feels a perceptible disappointment and deficit of pride in view of being an Ukrainian citizen. And each fourth of them (25.2%) prefers to keep silence on that score.

Nevertheless, the situation is not hopeless. More than a half of labour migrants earned abroad (55.2%) are inclined to be more or less proud of being a Ukrainian citizen (Table 3).

Attitude of labour migrants towards dual citizenship have a double-natured character: 41.7% of them support this institute and 39.6% - not. In contrast to them Ukrainians earned at home choose more often a dual citizenship. Almost a half of them (48.3%) approve of this standard, while each third of them (35.5%) demonstrates rather negative attitude towards it, emphasizing in this way that there is no necessity in the dual citizenship in Ukraine.

But when speaking of Homeland as a value, the attitudes and appraisals are changed. Ukraine is a native land for the most people in our country (90.3%) while the labour migrants accept Ukraine as their Homeland not so frequently (83.8%). Answering the provocative question about recognition or non-recognition the Ukraine as their Homeland under favorable conditions of free choice, Ukrainians earned abroad and those earned at home respond in the other way. Only 67.3% of labour migrants are ready to name their country Ukraine (52.0% - undoubtedly, and 15.3% - with some reservations). The others 13.2% of compatriots earned abroad have another opinion: they do not accept Ukraine as their Homeland (4.2% - decisively and 9% - under certain conditions). Each fifth labour migrant, facing with such complicated dilemma, does not come to any decision (Table 3).

The attitudes of Ukrainians earned at home are changed as well. Now only 79.8% of them (and not 91.1%) are ready to make a patriotic choice in favour of Ukraine as their Homeland (57.4% - absolutely, 22.4% - probably), and 8.6% of them are not inclined towards similar decision. Each ninth of them (11.6%) has abstained from answer.

The frequency of labour tours abroad has an obvious influence on appraisals, attitudes, opinions and choices of labour migrants. Thus, for example, those worked abroad 2-3 times identify themselves with citizens of Ukraine more seldom (48.2% and 40.0% correspondingly). In the same time they qualify themselves more often as a world citizens (6.4% and 13.3% correspondingly) and Europeans (3.2% and 6.7% correspondingly). Compatriots, having three and more labour tours abroad in the past, do not choose Ukraine to be their Homeland more often than others (13.3%-13.9%).

## **Geopolitical Priorities**

What is a place of the Ukraine in the system of international relations in the opinion of its inhabitants? What are the preferable directions of development for Ukraine in their appraisals?

Ukrainians choose three main models of development for their Homeland but range them in a different way. Labour migrants believe that it is necessary, first of all, to establish relations with developed countries of the West (29.6%). They put at the second place the necessity to rely upon own re-

sources by strengthening independence of Ukraine (22.2%). And the idea to strengthen the Eastern Slavic bloc (Ukraine, Russia, Belarus) take the third place in the opinion of labour migrants (20.1%). In distinction from them, the compatriots earned at home labour markets regard just the strengthening of Slavic Bloc to be the most important geopolitical priority for Ukraine (30.1%). As well as labour migrants they put at the second place the idea of strengthening independence of Ukraine (20.1%). And only then a native patriots choose as significant geopolitical priority for Ukraine the establishing relations with developed countries of the West (16.9%).

It should be noted that all Ukrainians, irrespective of their status of labour migrants or native workers, reject with rare unanimity the possibility of separate regional decision when choosing the strategic directions of development for Ukraine. Only 2.9% of its inhabitants regard this way as possible (Table 4).

The attitude of labour migrants to the idea of Ukraine joining the union of Russia and Belarus are rather negative: 42.4% of them do not support such choice and 34.7% of them approve of this perspective. Almost each forth labour migrant keeps silence on that score. In distinction from them our compatriots earned only at home labour markets demonstrate the adherence to this idea twice more often than reject it: 55/3% against 26.6%.

The attitude of our citizens towards Ukraine joining the European Union are rather positive on the whole. This idea is supported 2.4 times more often than rejected by our compatriots. The European vector of international politics find a broad response first of all among Ukrainians earned abroad (59.7% against 11.8%). The collaboration between Ukraine and the International Monetary Fund (IMF) as one of the goals of the European choice find sufficient support amongst the population. Although the last idea is not so popular as Ukraine joining the European Union, nevertheless it is supported more often then rejected. The labour migrants, understanding its expedience and public use and profit, belong to the group of the most firm followers of this idea. It is confirmed by the ratio of *pro et contra appraisals*: 46.8% against 18.2%. Distribution of the other Ukrainians opinions indicates that the last stick to the more moderate position in this question (33.9% against 19.7%). It should be noted as well, that almost a half of population in Ukraine (45.4%) does not define their attitude towards collaboration between Ukraine and the IMF. The share of labour migrants, ill-informed in this question or unwilling to make public their opinion, is noticeably less and amounts to 35% (each third).

NATO is almost the only international institute which is unacceptable in minds of Ukrainians. Each second resident of Ukraine (50.4%) has a negative attitude towards its joining NATO, each third (34.6%) was not able to define own position in this question. This idea is supported only by 15.0% of population. The distribution of positive and negative appraisals of labour migrants concerning entry into NATO shows their more well-disposed attitude to the intention of the ruling elite of Ukraine to be integrated into NATO bloc (30.3% against 35.9%).

The labour migrants, visited the foreign countries in search of earnings more than two times, appraise the establishment of relations with developed countries of the West more positive than other Ukrainians (46.7%), support more often the Ukraine joining the European Union (66.7%), the perspectives of collaboration between Ukraine and the IMF (46.7%-50.0%) and even the entry into NATO (20.0%-



27.8%). They support the necessity to strengthen the independence of Ukraine on the basis of own resources more often than other compatriots (27.8%). However, the labour migrants, inclined to approve of the Eastern Slavic Bloc (Ukraine, Russia, Belarus) strengthening as a priority direction of foreign policy of Ukraine, are not numerous in our country (only 13.9%).

## **Expectations**

Many people in Ukraine face the future with a hope. They believe that in ten years the situation in Ukraine become better than today, the majority of Ukrainian citizens will have decent living standards, Ukrainians will be respected in developed countries, the necessary medical assistance will be accessible for the majority of the population and high quality education will be generally accessible.

Most of all, Ukrainians believe in improvement of the situation in Ukraine on the whole, meaning most likely the quality of their life in the foreseeable future (60.1%). They look ahead with confidence more seldom when the talk turns to decent living standards for everybody in ten years (50.8%). Ukrainians expect that the necessary medical assistance will be accessible for the majority of the population even more seldom (33.7%). Their hopes for availability of high quality education for everybody are faint as well (37.4%).

The labour migrants are certainly in the first ranks of staunch supporters of the bright future. They are persuaded 1.2 times more often than other compatriots that the situation in Ukraine soon become better (69.5% against 59.4%). They expect 1.1 time more often for improving of living standards (54.8% against 50.4%). True, the labour migrants do not almost disagree with the appraisals of other Ukrainians concerning perspectives of improvement and broadening of medical assistance and qualitative education for all sections of the population in Ukraine (Table 5).

## **Perspectives**

After entry of Poland, Slovakia, Hungary and Romania into the European Union, the visa regime has been established for citizens of Ukraine and other countries of CIS. It can be accompanied by shortening of migration flows between Ukraine and these countries. The restriction of their dimensions can be resulted in increase of a portion of illegal migration in the structure of migratory flows in these or other countries, tied by Shengen agreement, on the one hand. On the other hand, the national market of labour can be overloaded by contingents of unemployed compatriots. The strength of the tension in this situation and its development will depend, to a considerable extent, on the level of liberalization of visa regime at the western frontier of Ukraine. It should be waited for the changes in geography of market preferences of labour migrants from Ukraine. It is quite possible scenario.

It should be remembered as well that migration is a kind of self-organizing social behavior of individuals directed by system of their preferences. The basic ones having a dominating nature, are: maximization of earned income, minimization of efforts when achieving one's object and optimization of mode of life. In any case the Polish market of labour, as in former times, will remain attractive for

Ukrainian labour migrants, even if its leading positions will be redistributed in favour of labour markets in other countries. Such forecast is based on the next premises:

- Culture and language propinquity as well as a common historic past of Ukraine and Poland;
- Factor of the nearest neighborhood and frequent contacts of Ukrainians and Poles;
- Ties of relationship between inhabitants of Ukraine and Poland;
- Steadiness of season and shuttle flows of labour migrants from Ukraine into some Polish regions;
- Simplified order of crossing the border between Ukraine and Poland;
- Demand for workers of definite professions, trades and skills at the polish markets of labour.

### **Labour Commuting of Population**

Daily mass inter-settlement movements of labour power, widely distributed in Ukraine in the Soviet period, are actual as before, though they have lost their former large scale. In the 1970's-1980's almost two millions of the rural inhabitants and dwellers of small towns have moved everyday into urban localities of the country in order to reach their working places, to receive sufficient income and access to the standards of welfare and culture of urban civilization. The national statistics evidences eloquently for a rather dynamic development of the labour commuting processes in the Soviet period and their stability during disintegration of most of economic and political structures in the Union Republics. The labour commuting in its contemporary shape is, as before, one of the kinds of inner migration of the population in the country. The labour movements of rural inhabitants into urban settlements were always the most numerous. In 1960-1985 the rural population regularly engaged in different branches of urban economics increased by 2.7 times and made up 1689.8 ths persons as of 01.01.1986. Its relative sizes also rose in that period: a share of commuting migrants in the total number of rural population of the able-bodied age increased in 1960-1985 by 3.7 times and reached 19.4% by 01.01.1986. In other words, each fifth rural inhabitant at the able-bodied age worked in the city. However, the average annual rates of increment of labour commuting sizes from the middle of the 1970's became to reduce making up 1.6% in 1976-1980 and 1.5% in 1981-1985. It should be noted for a comparison that in the years of the eighth Soviet Five-Year Plan (1966-1970), being the best by the economic indices, the average annual rate of increment of the labour commuting reached 7.6%.

As of January 1, 1991 more than 28% of rural inhabitants (2165.2 ths persons) engaged in the economics of the country worked beyond their settlements, out of them 21.4% (each fifth) went to work every day to cities and settlements of the urban type. Less than a year remains till disintegration of the USSR, the destructive after-effects of which soon will blow up state institutes, economic systems and structures; for ever stable, as it seemed, friendship of peoples and will be accompanied by the mass flight of people from the places of their permanent residence. And what is going on with the labour commuting?

Five years later, on January 1, 1996, as it turned out, the commuting exists as before, though with small losses. Out of the total number of rural inhabitants each fourth (26.5%) works beyond the native village. There are such 1670.5 ths persons in Ukraine. Out of them 1217.5 ths persons, or each fifth rural inhabitant (19.3%), goes to work to the cities and settlements of the urban type. As before each fifth!

Still five years will pass and we again reveal the presence of the everlasting labour commuting on the domestic labour markets. As of January 1, 2001 each fourth rural inhabitant (25.6%) went to work beyond the boundaries of his settlement and each fifth (18.6%) - to towns and other urban settlements. It should be noted that the reduction of the total number of rural population could not, owing to the force of its natural and migration diminution, affect the absolute sizes of labour commutings. The contingent of rural inhabitants having work has decreased by 30.6% during 1996-2001, and the number of labour migrants diminished to 810.5 ths persons, having preserved in this case the former relative sizes. We also would like to emphasize that for this period of time the quantity of persons of the able-bodied age engaged only in the private subsidiary farm increased by 2.6 times. This contingent reached 2139.3 ths persons by January 1, 2001. This growth may be explained by difficulties in looking for a job rather than by a desire to work on the obtained (mainly on paper) allotments.

According to the data of sociological surveys carried out within the project "State and prospects of the Ukrainian village" in 2005 by the Ukrainian Institute of Social Studies there is a tendency to a growth of income from the work beyond its own village. So, members of 17% rural farms had income from work on building in private persons within Ukraine, 3% earn in Russia and still 4% - abroad [1, p.9].

### **State Policy and Legal Regulation of Transnational Labour Migration Flows from Ukraine**

The Human Rights Commissioner of the Ukraine Supreme Council in the special report dedicated to the observance and protection of Ukrainian citizens rights abroad (2003) determined the following urgent problems. They were:

- to examine the question of the Ukraine joining to a number of International Conventions in the sphere of labour migrations and migrant workers;
- to systematically conduct the work in collection and analysis of information on migration processes, with its further using for solution of regional problems, connected with labour migration;
- to broaden international cooperation of Ukrainian law-enforcement services with appropriate foreign structures with a purpose of improvement of effectiveness of struggle against organized criminality, directed against Ukrainian labour migrants;
- to elaborate normative-legal documents for organization of simplified system of money transfer from Ukrainian citizens working abroad and some others.

The discussion of this report in the Parliament was accompanied by a number of assignments given to the government. One of the main requirements was to strengthen the control on realization of the current Ukrainian legislation and observation of licensing conditions by enterprise subjects, playing a

mediation part in Ukrainian citizens' employment abroad. The development of two bills *"About enterprises realizing intermediary services in provision of employment of citizens abroad"* (the draft by V.Ya. Shibko, People's deputy) and *"About peculiarities of licensing and carrying out the economic activity in intermediary services in provision of employment abroad"* (the draft by M.P. Noshchenko and V.Ya. Sharova, People's deputies) were a result of the Parliament activity in solving problems of labour migration. The European convention on legal status of migrant workers of 1977 was signed and bilateral agreement on temporary labour migration with Portugal was ratified.

In November 2004 *The program on the provision of rights and interests of citizens going abroad for employment and adoption of children by foreigners* composed for the period up to 2005 was approved. A year before (2003) *The program on regulation of the migration processes for the period of 2003-2005* was adopted. The labour migration was mentioned in this document only twice and exclusively nominally. The necessity to reduce the scales of external, in particular, of labour migration, prevention of its negative after-effects and their non-admission in the future (2004) is declared in one more document – *Conceptions of demographic development for 2005-2015*. The necessity to stimulate the return of transnational migrant workers is mentioned first in the last document. All these program documents have common properties: declarative character, distinctly visible bureaucratic interest of its authors, fragmentariness and practically complete ignorance of socioeconomic problems associated with foreign labour migration, its premises and after-effects.

On November 17, 2004 the hearing on the topic *"Situation and the problems of the legal and social status of the current Ukrainian labour migration"* took place in the Supreme Council of Ukraine. The main problem on the agenda was the efficiency of the Ministry of Foreign Affairs (MFA) activity and other diplomatic establishments efforts on protection of laws and interests of Ukrainian migrant workers. In the light of the Program on the Activity of the Cabinet of Ministers of Ukraine "To meet people" MFA in 2005 changed the conceptual approaches to the protection of rights and interests of migrants working abroad. The Centre of assistance to Ukrainians working abroad was attached to MFA, having for an object to forestall possible negative after-effects and also to eliminate the legal nihilism in employment problems abroad. It is supposed to carry out preliminary information and explanatory work and to provide for legal protection to countrymen working abroad. All possible forms of protection of their rights and interests, which ensue from the national legislation of the country of residence and International-legislative acts, should be used before employers of the countries providing work. It is supposed to establish offices of the Centre in regions, first of all, in Lvov and Uzhgorod.

On February 18, 2005 the Committee of the Supreme Council of Ukraine on foreign affairs together with the Regional representation of the Friedrich Ebert Fund in Ukraine, Belarus and Moldova held by joint efforts the International Conference "Labour migration of the Ukraine population and the State program of its regulation". The main subjects under discussion were the conceptual principles of the foreign (international) migration control, foreign labour migration of the Ukraine population in the socioeconomic dimension and the program method in the foreign labour migration regulation.

There exists the Ukrainian association of International staff agencies "Partnership" which successfully functions realizing the intermediary service in employment of Ukrainian citizens abroad. The associa-

tion holds for its members seminars and distributes methodical manuals. The Commission on ethics is attached to the “Partnership” and the Ethic code is developed to increase the inner corporative culture and business reputation of license-holding enterprises. Association “Partnership” coordinates its activity with the Centre of assistance to Ukrainians working abroad which functions at MFA of Ukraine. This year the Association initiated the carrying out of the monitoring for license-holding enterprises activity, having invited for cooperation a number of Ministries and Departments including the State committee of Ukraine on the problems of regulative policy and business, the Ministry of Labour and Social Policy and also the Ministry of Home Affairs.

At present, the problem on optimization of International transfer of money practice and establishment of payment bridges (special terms of external payments) on the basis of the bilateral bank correspondence agreements with the banks of those countries in which the greatest number of labour migrants from Ukraine is examined. The mutual bilateral agreements of banks promote reducing the prices of transfers in comparison with the *Money Gram* and *Western Union* systems. In this case tariffs for sending such transfers will be 1-3% of the transfer sum. Bank “Khreshchatik” put forward concrete proposals to the MFA project “Protection of rights and interests of the Ukrainian working migrants”.

However, the license for carrying out currency transactions on transfer of money abroad received the State enterprise “Ukrpochta”. Already since June 1, 2005 the persons who work abroad and transfer money to Ukraine could use its services. The Western Union monopoly in this sphere was over.

In spite of the efforts of legislators and government of Ukraine in solving urgent problems on labour migration, the clear migration policy in the country is absent at present: its purposes, strategy and tactics, main instruments remain unclear; powers of the centre and regions are not determined; the functions of managerial bodies, on the one hand, and of public organizations, on the other hand, are not prescribed. And the main oversight in this sphere of management consists in the absence of the scientific-grounded conception of migration policy. Its development is the task of paramount importance.

**Migration Attitudes and their Realization****March 2005, %%**

Attitudes towards migration	All inhabitants of Ukraine	Including					
		Those earned abroad	out of them				Those earned at home
			1 time	2 times	3 times	more than 3 times	
WOULD YOU LIKE TO LEAVE THE VILLAGE/CITY WHERE YOU CURRENTLY RESIDE?							
yes	19.2	29.2	29.0	22.6	40.0	30.6	18.4
difficult to say	20.0	24.3	29.0	12.9	20.0	27.8	19.8
no	60.6	46.5	42.0	64.5	40.0	41.7	61.8
DIRECTIONS OF EVENTUAL MIGRATION							
to another location in Ukraine	13.0	16.0	17.7	9.7	-	25.0	12.8
to Russia	8.0	9.7	8.1	9.7	26.7	5.6	7.9
to another republic of the former Soviet Union	0.6	0.7	1.6	-	-	-	0.6
beyond the borders of the former Soviet Union	7.1	13.2	9.7	19.4	13.3	13.9	6.6
I do not know	17.1	23.6	29.0	19.4	26.7	16.7	16.5
I would never leave my home city/village	54.2	36.8	33.9	41.8	33.3	38.8	55.7
REASONS WHICH COULD FORCE UKRAINIAN CITIZENS TO LEAVE THEIR PLACE OF RESIDENCE							
harmful ecological conditions	15.4	15.3	22.6	3.2	20.0	11.1	15.4
a wish to find new job	17.6	31.2	17.1	32.3	40.0	16.7	16.4
better education	2.1	3.5	3.2	3.2	13.3	-	2.0
a wish to move closer to relatives and friends	6.1	4.9	3.2	3.2	-	11.1	6.2
a wish to return to homeland where I grew up and studied	2.5	2.8	4.8	-	-	2.8	2.4
better climatic conditions	3.1	4.9	4.8	3.2	-	8.3	2.9
a fear of international conflicts	1.3	3.5	-	6.4	-	8.3	1.2
simply to change the place of residence	7.9	11.8	11.3	9.7	13.3	13.9	7.5
difficulties with language	0.4	0.7	-	-	-	2.8	0.4
other	2.2	2.8	3.2	-	13.3	-	2.2
do not want to change living place	51.9	34.0	30.6	48.4	13.3	36.1	53.5
MIGRATION PLANS FOR TEMPORARY WORK ABROAD							
yes	6.4	33.3	17.7	38.7	66.7	41.7	4.0
no	93.6	66.7	82.3	61.3	33.3	58.3	96.0

Table 2

**Attitudes Towards the Development of Private Business (Enterprises) in Ukraine**  
**March 2005, %%**

Attitudes towards the development of private business (enterprises) in Ukraine	All inhabitants of Ukraine	Including					
		Those earned abroad	out of them				Those earned at home
			1 time	2 times	3 times	more than 3 times	
ATTITUDE							
completely disapprove	8.0	5.7	1.6	6.4	14.3	8.6	8.2
disapprove more than approve	10.8	4.2	6.6	-	-	5.7	11.4
difficult to say	29.4	20.6	21.3	19.4	21.4	20.0	30.1
approve more than disapprove	35.2	46.8	52.5	61.3	28.6	31.4	34.2
completely approve	16.6	22.7	18.0	12.9	35.7	34.3	16.1
INTENTION TO START OWN BUSINESS (PRIVATE ENTERPRISES, FARM ETC.)							
no	31.6	13.2	11.3	9.7	33.3	11.1	33.2
likely no	9.6	14.6	12.9	19.4	6.7	16.7	9.2
difficult to say	14.9	9.0	8.1	6.4	13.3	11.1	15.4
likely yes	16.5	21.5	24.2	16.1	33.3	16.7	16.0
yes	27.4	41.7	43.5	48.4	13.4	44.4	26.2
CURRENT EMPLOYMENT							
public sector	26.9	20.8	32.3	12.9	20.0	8.3	27.4
private sector	22.9	38.9	32.3	61.3	33.3	33.3	21.5
both sectors	3.5	4.9	4.8	3.2	6.7	5.6	3.4
unemployed	46.7	35.4	30.6	22.6	40.0	52.8	47.7

Table 3

**Notions of Homeland and Citizenship****March 2005, %%**

Notions of homeland and citizenship	All inhabitants of Ukraine	Including					
		Those earned abroad	out of them				Those earned at home
			1 time	2 times	3 times	more than 3 times	
SELF-INDIFICATION POSITIONS							
Village/city inhabitant	24.5	16.0	19.4	19.4	13.3	8.3	25.3
Resident of some region	6.4	7.6	4.8	12.9	13.3	5.6	6.3
Ukrainian citizen	54.6	52.1	53.2	48.2	40.0	58.3	54.8
National, ethnic representative	2.1	5.6	4.8	3.2	6.7	8.3	1.8
Former Soviet Union citizen	8.1	9.0	9.7	3.2	6.7	13.9	8.0
European citizen	0.8	2.1	1.6	3.2	6.7	-	0.7
World citizen	2.5	4.9	3.2	6.4	13.3	2.8	2.3
Other	0.1	2.7	3.2	3.3	-	2.8	0.8
ATTITUDE TOWARDS CITIZENSHIP STATUS							
No pride whatsoever	5.2	7.7	11.3	-	6.7	8.6	5.0
Have little pride	9.6	11.9	11.3	12.9	6.7	14.3	9.4
Difficult to say	31.5	25.2	27.4	25.8	33.3	17.1	32.1
Have some pride	38.4	36.3	35.5	51.6	33.3	25.7	38.5
Absolutely pride	15.3	18.9	14.5	9.7	20.0	34.3	15.0
PERCEPTION OF UKRAINE AS HOMELAND							
yes	90.6	83.8	83.6	90.0	73.3	83.3	91.1
difficult to say	6.1	8.5	11.5	6.7	13.3	13.8	2.9
no	3.3	7.7	4.9	3.3	13.3	13.9	2.9
EVENTUAL CHOICE OF UKRAINE AS HOMELAND							
absolutely yes	57.0	52.0	43.5	61.3	53.3	58.3	57.4
probably yes	21.8	15.3	17.7	16.1	13.3	11.1	22.4
probably not	6.3	9.0	9.7	9.7	6.7	8.3	6.1
absolutely no	2.7	4.2	4.8	3.2	-	5.6	2.5
difficult to say	12.2	19.5	24.2	9.7	26.7	16.7	11.6
SUPPORT OF IDEA OF DUAL CITIZENSHIP							
yes	17.7	41.7	46.8	41.9	26.7	38.9	48.3
no	35.8	39.6	37.1	35.5	60.0	38.9	35.5
difficult to answer	16.5	18.7	16.1	22.6	13.3	22.2	16.2



Table 4

**Geopolitical Priorities**  
**March 2005, %%**

Geopolitical priorities	All inhabitants of Ukraine	Including					
		Those earned abroad	out of them				Those earned at home
			1 time	2 times	3 times	more than 3 times	
PREFERABLE DIRECTIONS OF DEVELOPMENT FOR UKRAINE							
first of all, strengthen the ties within the framework of the C. I. S.	10.9	9.7	12.9	9.7	13.3	2.8	11.0
primarily, develop relations with Russia	8.2	4.9	1.6	6.4	-	11.1	8.5
first of all, strengthen the Eastern Slavic bloc (Ukraine, Russia, Belarus)	29.3	20.1	21.0	22.6	26.7	13.9	30.1
first of all, establish relations with developed countries of the West	17.9	29.2	27.4	25.8	46.7	27.8	16.9
rely, first of all, upon own resources by strengthening independence	20.3	22.2	24.2	19.4	6.7	27.8	20.1
different regions have to choose their own way	2.9	2.8	1.2	3.2	-	5.6	2.9
other	1.5	2.1	1.6	-	-	5.6	1.5
ATTITUDE TO THE IDEA OF UKRAINE JOINING THE UNION OF RUSSIA AND BELARUS							
more negative	27.9	42.4	40.3	32.3	53.3	50.0	26.6
different to answer	18.5	22.9	21.0	32.3	26.7	16.7	18.1
more positive	53.6	34.7	38.7	35.4	20.0	33.3	55.3
ATTITUDE TO THE IDEA OF UKRAINE JOINING THE EUROPEAN UNION							
more negative	19.8	11.8	3.2	19.4	6.7	22.2	20.5
different to answer	33.0	28.5	32.3	35.5	26.7	16.7	33.4
more positive	47.2	59.7	64.5	45.2	66.7	61.1	46.1
ATTITUDE TO THE IDEA OF UKRAINE JOINING NATO							
more negative	50.4	35.9	34.4	46.7	26.7	33.3	51.7
different to answer	34.6	33.8	31.2	23.3	53.3	38.9	34.7
more positive	15.0	30.3	34.4	30.0	20.0	27.8	13.6
ATTITUDE TO THE IDEA OF COLLABORATION BETWEEN UKRAINE AND INTERNATIONAL MONETARY FUND							
more negative	19.6	18.2	17.7	20.0	20.0	16.7	19.7
different to answer	45.4	35.0	30.6	46.7	33.3	33.3	46.4
more positive	35.0	46.8	51.7	33.3	46.7	50.0	33.9

Table 5

**Expectations and Hopes**  
**March 2005, %%**

Do you believe that...	All inhabitants of Ukraine	Including					
		Those earned abroad	out of them				Those earned at home
			1 time	2 times	3 times	more than 3 times	
IN TEN YEARS THE SITUATION IN UKRAINE WILL BECOME BETTER							
absolutely sure	24.9	33.3	33.9	29.0	33.3	36.1	24.2
almost believe	35.3	36.2	37.1	38.7	40.0	30.6	35.2
difficult to say	28.6	18.0	16.1	19.4	26.7	16.7	29.5
almost do not believe	8.6	9.7	11.3	12.9	-	8.3	8.5
not sure at all	2.6	2.8	1.6	-	-	8.3	2.7
IN TEN YEARS THE MAJORITY OF UKRAINIAN CITIZENS WILL HAVE DECENT LIVING STANDARTS							
absolutely sure	17.6	22.2	19.4	22.6	33.3	22.2	17.2
almost believe	33.1	32.6	37.1	32.2	26.7	27.8	33.2
difficult to say	32.5	25.7	24.2	32.3	26.7	22.2	33.1
almost do not believe	12.4	16.0	14.5	12.9	13.3	22.2	12.1
not sure at all	4.4	3.5	4.8	-	-	5.6	4.4
IN TEN YEARS NECESSARY MEDICAL ASSISTANCE WILL BE ACCESSIBLE FOR THE MAJORITY OF THE POPULATION							
absolutely sure	10.3	13.9	11.3	19.4	13.3	13.9	10.0
almost believe	23.4	23.6	24.2	12.9	20.0	33.3	23.4
difficult to say	35.0	29.9	37.1	25.8	33.3	19.4	35.5
almost do not believe	19.9	19.4	21.0	25.8	20.0	11.1	20.0
not sure at all	11.4	13.2	6.4	16.1	13.4	22.3	11.1
IN TEN YEARS HIGH QUALITY EDUCATION WILL BE GENERALLY ACCESSIBLE							
absolutely sure	11.4	14.0	11.3	10.0	13.3	22.2	11.1
almost believe	23.5	23.0	21.0	26.7	20.0	25.0	23.5
difficult to say	33.9	30.8	38.7	20.0	40.0	22.2	34.2
almost do not believe	19.4	17.5	22.6	23.3	6.7	8.3	19.6
not sure at all	11.8	14.7	6.4	20.0	20.0	22.3	11.6

## Center for International Relations

### WHO WE ARE?

The Center for International Relations (CIR) is an independent, non-governmental establishment dedicated to the study of Polish foreign policy as well as those international political issues, which are of crucial importance to Poland. The Center's primary objective is to offer political counselling, to describe Poland's current international situation, and to continuously monitor the government's foreign policy moves. The CIR prepares reports and analyses, holds conferences and seminars, publishes books and articles, carries out research projects and supports working groups. Over the last few years, we have succeeded in attracting a number of experts, who today cooperate with the CIR on a regular basis. Also, we have built up a forum for foreign policy debate for politicians, MPs, civil servants, local government officials, journalists, academics, students and representatives of other NGOs. The CIR is strongly convinced that, given the foreign policy challenges Poland is facing today, it ought to support public debates on international issues in Poland.

The president of the Center for International Relations is Mr Eugeniusz Smolar.

### OUR ADDRESS:

ul. Emilii Plater 25, 00-688 WARSZAWA  
tel. (0048-22) 646 52 67, 646 52 68, 629 38 98  
fax (0048-22) 646 52 58  
e-mail: [info@csm.org.pl](mailto:info@csm.org.pl)  
You are welcome to visit our website:  
[www.csm.org.pl](http://www.csm.org.pl)

### OUR SPONSORS:

- The Ford Foundation
- The Konrad Adenauer Foundation, Poland
- German Marshall Fund of the United States
- Robert Bosch Stiftung
- The Foundation for Polish-German Cooperation
- British Embassy Warsaw

A number of projects implemented by the Center have been sponsored by the Ministry of Foreign Affairs of the Republic of Poland and Ministry of Defence.

**The Reports and Analyses of the Center for International Relations are available on-line at the CIR website: [www.csm.org.pl](http://www.csm.org.pl)**